

## URBAN AFRICAN ADMINISTRATION

### BANTU AFFAIRS ADMINISTRATION BOARDS

The terms of the Bantu Affairs Administration Act were described on page 132 *et seq* of the 1971 *Survey*. The Bantu Affairs Administration Boards constituted in terms of the Act have jurisdiction in both urban and rural parts of their respective areas, and are taking over all the assets, powers, and functions of urban local authorities relating to Bantu administration.

Two Sections of the Bantu Laws Amendment Act, No. 7 of 1973, made amendments to the 1971 Act. Firstly, it was provided that where there is a large number of small local authorities in the area of one Administration Board, one or more members of the Board shall be appointed in respect of each magisterial district or part thereof in the Board's area of jurisdiction (instead of one or more in respect of each of the local authorities). These members will be selected by the Minister of Bantu Administration and Development from lists of names submitted by the local authorities. (The other members, also appointed by the Minister, include persons in the full-time employment of the State and persons with knowledge of labour matters in commerce and industry and in agriculture. The Minister appoints the chairmen of the Boards.)

Previously, a Board's executive committee consisted of the chairman and a vice-chairman and one or three other members of the Board appointed by the Board. At least one of the members had to be a member selected in respect of his knowledge of the affairs of a local authority whose area was included in the Board's administration area.

In future the executive will have at least three members (besides the vice-chairman) appointed by the Board, and, if the Minister deems it necessary, one or two additional members appointed by himself. Among the vice-chairman and the three members mentioned, to be chosen by the Board, three must be Board members appointed on the ground mainly of their wide knowledge of Bantu labour matters in respect of local authority affairs, agriculture, and commerce and industry respectively. Presumably, at least one member will still be a person in the full-time employment of the State.

Twenty-two Boards have been appointed. Their areas and the dates from which they began functioning are as follows:

<i>Cape</i>		<i>Transvaal</i>	
Cape Peninsula area	1 Sept. 1973	West Rand (including Johannesburg)	1 July 1973
South-Western Cape	1 Sept. 1973	East Rand	1 July 1973
Cape Midlands	1 July 1973	Vaal Triangle	27 Sept. 1972
Eastern Cape	1 Sept. 1973	Southern Transvaal	1 July 1973
Diamond Field area	1 Aug. 1973	Central Transvaal (including Pretoria)	1 July 1973
Northern Cape	1 Aug. 1973	Northern Transvaal	1 July 1973
Karoo area	1 Sept. 1973	Highveld of Transvaal	1 July 1973
		Eastern Transvaal	1 July 1973
		Western Transvaal	27 Sept. 1972
<i>Natal</i>		<i>Free State</i>	
Port Natal area	1 Aug. 1973	Central Free State	27 Sept. 1972
Drakensberg area	1 Aug. 1973	Northern Free State	27 Sept. 1972
Northern Natal	1 Aug. 1973	Southern Free State	1 Aug. 1973

On 18 June, the Institute of Race Relations issued a Press statement (RR. 95/1973) saying that it viewed with grave misgivings the introduction of the West Rand Board which would, *inter alia*, control Bantu administration in Johannesburg. One of the reasons given was that the City Council of Johannesburg had adopted a sympathetic approach in administration of the African population, numbering more than 800 000 persons. For example, it had accepted the need to subsidize the Bantu Revenue Account to the extent of more than R1-million a year in order to provide essential medical, welfare, and recreational services, and had endeavoured to keep house rents to a minimum. But the Bantu Affairs Administration Boards were required to be entirely self-supporting financially. Another of the reasons was that the Boards included no representatives of the African people concerned.

### LAWS AFFECTING AFRICANS

The Deputy Minister of Bantu Administration, Mr. T. N. H. Janson, announced in September<sup>1</sup> that he was giving priority to an improvement in the way existing legislation affecting the Bantu was being implemented. The next objective would be improved co-ordination between the different departments involved. The final objective was a review and codification of all laws affecting the Bantu people. There was no question of a change of policy, but much could be done in relation to streamlining, the cutting out of red tape, simplification, and the application of the most modern administrative techniques.

### HOUSING FOR AFRICANS

In February, while the Johannesburg City Council still controlled African affairs in its area, two senior City Councillors

<sup>1</sup> *Star*, 18 September.

met the Deputy Minister and once again pleaded for Africans to be able to own homes at Soweto, and for the Building Societies Act to be amended so that Africans could obtain loans for building their homes. But both these pleas were rejected.<sup>2</sup>

The Deputy Minister announced that the Government regarded the provision of housing for urban Africans as a priority project. Bantu Administration Boards would be instructed to assess the number of houses needed in their areas. Consideration would be given to raising long-term loans to finance development, as the department's annual vote could not provide adequate funds.<sup>3</sup>

Later, Mr. Janson urged industrialists to assist their African employees to build houses in the homelands. The S.A. Bantu Trust was prepared to act as agent for employers and build dwellings for R350, R470, and R650 for two, three, and four-roomed houses respectively. It was prepared to guarantee that only employees of the organizations concerned would occupy these houses.<sup>4</sup>

#### SOME NOTES ON HOUSING IN VARIOUS AREAS

##### Johannesburg

During January Mr. Sam Moss, M.P.C., chairman of the Johannesburg municipal Non-European Affairs Committee, pointed to the severe and mounting shortage of houses in Soweto. Since 1966, he said, insufficient funds had been available to build even the additional 2 000 dwellings a year needed for the natural increase in the population. There was a backlog of some 13 000 dwellings. Many families had to "double up", and social conditions were deteriorating.<sup>5</sup> The Deputy Minister announced in the Assembly during May<sup>6</sup> that approval had been given for the erection of 2 400 more houses.

On 29 May the Deputy Minister indicated<sup>7</sup> that about 77 per cent of the Africans in Johannesburg (including the number living in compounds or hostels) were there on a family basis.

In March, the City Council approved a plan to electrify the whole Soweto complex over a period of some eight years. Mr. Sam Moss said he was confident that the Bantu Administration Board would co-operate with the City's Electricity Department in carrying out this plan, which was essential to combat pollution caused by coal stoves, and the consequent hazard to the people's health. It was announced later that a start would be made in November with the provision of high-mast street lighting, to be financed from Bantu Services Levy Funds.<sup>8</sup>

<sup>2</sup> *Star*, 12 February.

<sup>3</sup> *Rand Daily Mail*, 14 February.

<sup>4</sup> *Ibid.*, 20 September.

<sup>5</sup> *Star*, 24 January.

<sup>6</sup> Hansard 14 col. 6966.

<sup>7</sup> Assembly Hansard 16 col. 941.

<sup>8</sup> *Rand Daily Mail*, 9 March; *Star*, 25 October.

The Transvaal Board for the Development of Peri-Urban Areas continued during the year to move families out of Alexandra township, and then demolish the houses. The Board's Manager of Bantu Administration, Mr. Coen Kotze, said in January<sup>9</sup> that to qualify for alternative family housing (then being provided at Tembisa) the husband must have worked for the same employer for at least ten years, or have been resident in Alexandra township for at least fifteen years. His wife must have joined him there legally. Families were being moved to Tembisa at the rate of 150 to 200 per month.

There are a large number of women who were recruited for work on a "single" basis and then joined their husbands or married while living in Alexandra township. They do not qualify for family housing. The husbands and wives are being required to move into the men's and women's hostels, respectively, and all children of such couples must be sent to the homelands. The same applies in the case of families who do not qualify in terms of the conditions mentioned by Mr. Kotze.

The hostels were described on page 146 of last year's *Survey*. The men's hostel is full and has a waiting list, but by May only about 600 of the approximately 2 600 beds in the women's hostel were occupied, and it was being run at a high financial loss. It was announced in May<sup>10</sup> that the authorities were considering building another hostel, with improved facilities, to house women, and converting their present one into a hostel for men. Questioned in the Assembly on 9 February,<sup>11</sup> the Deputy Minister said that as at 1 January, about 1 400 of the 2 642 men in the hostel were married, and 40 of the 500 women.

### Pretoria

It has been mentioned in previous issues of this *Survey* that people of Tswana origin have been moved out of the municipal townships of Pretoria (making way for homeless people of other ethnic groups) and resettled in newer townships in part of the Tswana homeland to the north-west of the city. One of these, GaRankuwa, also houses workers employed in the border industrial area of Rosslyn. By mid-1973 there were about 8 000 family houses in the township. It is about 34 km from Pretoria by rail, but the fares are subsidized by the Government so that commuting workers pay the same amounts as do those living in the municipal townships.

The other homeland township, Mabopane, is being developed by the Pretoria City Council as agent for the S.A. Bantu Trust and the BophuthaTswana Government. Besides accommodating

<sup>9</sup> *Star*, 20 and 21 January.

<sup>10</sup> *Rand Daily Mail*, 5 May.

<sup>11</sup> Hansard 1 Question column 32.

families of people employed in Pretoria it also houses those of some of the workers in the homeland industrial area of Babelegi. By June, about 6 000 houses had been completed, with very large extensions planned. Mabopane is about 29 km north-west of Pretoria as the crow flies. Commuters to the city at present travel by bus, the journey being slow and expensive and the road inadequate. However, in terms of the Railway Construction Act, No. 71 of 1973, a rail link is to be provided. The Deputy Minister of Transport said in the Assembly<sup>12</sup> that the project would take about four years to complete and would cost about R62,4-million. The Provincial Administration plans to build a new road linking Mabopane with Pretoria West, crossing the main roads to Rosslyn and Brits, and to Rustenburg.

Many thousands of Africans who are desperate for jobs and homes have migrated to this region. The Deputy Minister of Bantu Administration said, early in 1973,<sup>13</sup> that there were about 20 000 (half non-Tswana) squatting on the outskirts of Ga-Rankuwa and about 100 000 (four-fifths non-Tswana) in the Winterveld area near Mabopane. They are renting land from private African owners, and have erected make-shift huts of mud, stones, packing cases, and hessian. The sanitary facilities and water supplies are grossly inadequate. The Deputy Minister said that, in consultation with the BophuthaTswana Government, his department was trying to provide accommodation at Mabopane for those of Tswana origin who were employed in Pretoria or at Rosslyn or Babelegi, and to send to their own homelands those of other ethnic groups. A police station had been opened for the protection of law-abiding people, and schools established.

### Other Transvaal towns

Boksburg is building another 100 family houses at Vosloorus, and in addition is constructing about 250 single-storey flatlets for couples without children and couples of single men or women. Each has a sitting room/kitchen, a bedroom, a bathroom with a small bath, an inside toilet, an electric stove and geyser, and a small garden plot. Four flatlets are grouped together in one unit.<sup>14</sup>

The future of Evaton is most uncertain. It is a freehold area between Johannesburg and Vanderbijlpark, not attached to any homeland. Some 2 000 Africans own property there. The Sebokeng Management Board (which managed the area until a new Bantu Administration Board took over) is reported to have refused to allow owners to build new houses or add to existing ones. Structures that are deemed unsightly are demolished. People wishing to sell their properties have been required to do so to the

<sup>12</sup> 11 June, Hansard 18 cols. 8780-2.

<sup>13</sup> Assembly, 30 March, Hansard 8 col. 546, and *Star*, 25 April.

<sup>14</sup> *Star*, 26 January.

Board, but no cash changes hands: the seller is leased a house in the Board's township of Sebokeng and given a few months' free rent.<sup>15</sup>

Building is progressing fast at Itso seng, a Tswana homeland township which will house the families of people employed in fourteen Western Transvaal towns. The workers will have to become commuters, living in hostels in the towns concerned in between visits home.

The Duduza African township at Nigel is being doubled in size to rehouse people from Charterston, which is to become a Coloured group area.

### The Cape Province

There have been no major housing developments during the year in Cape Town or Port Elizabeth. Some new dwellings have been provided, but not nearly enough to overcome the shortage, hence overcrowding is increasing. The situation in these cities was described in some detail on pages 149 *et seq* of last year's *Survey*.

Mdantsane, in a section of the Ciskei homeland adjoining East London, is now controlled by an African Township Council. According to a report in January from Mr. O. Joseph, the Border Regional Secretary of the Institute of Race Relations, about 20 houses were being built there a week, of which one-tenth had, by Government decision, to be allocated to families endorsed out of the Western Cape and ex-prisoners from Robben Island. Some of the remainder are made available to young men already in the township who wish to marry, the rest being used for the resettlement of families from the municipal township of Duncan Village. In January there were still 7 267 families in this village.

There is gross overcrowding in the municipal township of Queenstown. Mr. Joseph reported, since no new houses have been built for the past ten years. The whole African population is in due course to be moved to Queensdale, a township 10 to 11 km to the south, being developed by the municipality as agents for the S.A. Bantu Trust.

### Natal

Building is continuing in the areas around Durban described on page 151 of last year's *Survey*, but there are still many thousands of squatters and shanty-dwellers.

Land has been defined and set aside for a KwaZulu capital at Ulundi. Since the African homelands of Natal are so scattered, a high proportion of the Africans employed in towns of that province have been settled in homeland townships fairly close at hand.

<sup>15</sup> *Rand Daily Mail*, 18 April (Townships edition) and *Sunday Times*, 15 July.

### **Bloemfontein**

There is a shortage of about 8 500 houses for Africans in Bloemfontein. After long negotiations the municipality has obtained permission and funds to build 2 000; but further family accommodation will be situated in the Thaba Nchu Reserve.

### **RAIL SERVICES FOR URBAN AFRICAN COMMUTERS**

According to the official Estimates of Expenditure from Revenue Account for 1973-4<sup>16</sup>, an amount of R22 500 000 has been allocated for the subsidization of rail services to and from black townships (an increase of R6 200 000 over the amount voted the previous year).

These subsidies have, however, to be spread over an increasing number of services. The Minister of Transport said in the Assembly on 13 March<sup>17</sup> that fares had been increased from 1 January in accordance with the recommendation of the Inter-departmental Committee for the Resettlement of Non-Whites that the specially reduced and subsidized third-class suburban fares in respect of resettlement areas should gradually be aligned with ordinary third-class suburban fares. Speaking during the Railway budget debate,<sup>18</sup> Mr. W. Vause Raw (U.P.) strongly opposed this plan, saying that the increase in fares had almost led to a boycott of the service in Durban. The workers concerned were "captive passengers" of the Railways, he said. It was certainly not their choice to live so far out of town. The Railways had prevented competition from independent bus operators.

In its annual report for 1971-2,<sup>19</sup> the Railways Administration stated that rail travel was still considered to be the most efficient means for the mass conveyance of suburban passengers at economic tariffs. However, the stage had been reached where many lines in the major population areas were being overtaxed to the extent that their capacity could be increased only by undertaking costly improvement schemes. The financing of such facilities would have to be viewed in the light of the high losses which the Railways were experiencing in respect of passenger services in general.

### **URBAN BANTU COUNCILS**

In reply to a question in the Assembly on 13 February,<sup>20</sup> the Minister of Bantu Administration and Development said that 23 Urban Bantu Councils had been constituted, thirteen of them in Transvaal towns, seven in the Free State, two in the Cape, and one in Durban.

<sup>16</sup> R.P. 2/1973 page 17.

<sup>17</sup> Hansard 6 col. 441.

<sup>18</sup> Assembly, 12 March, Hansard 6 col. 2430.

<sup>19</sup> Page 18.

<sup>20</sup> Hansard 2 cols. 89-90.

Two senior Johannesburg City Councillors discussed the functioning of these councils with the Deputy Minister of Bantu Administration during April, pointing out that the bodies were almost entirely restricted to a consultative and ceremonial rôle, and suggesting that certain powers be delegated to them, for example the control of the allocation of housing and business premises, health services, and roads. The Deputy Minister is reported to have agreed to appoint a committee of inquiry to investigate the transfer to the councils of certain executive powers.<sup>21</sup>

Mr. Janson announced on 22 October that new African advisory committees, elected by Africans, were to be created in the areas of each of the 22 Bantu Affairs Administration Boards, to work in close co-operation with these boards, keeping them in touch with the desires and needs of the people in their areas, and giving advice as to how to overcome grievances and frustrations. Africans would, thus, become more meaningfully involved in decision-making. The advisory committees would function on a regional basis, and would not replace urban Bantu councils in individual towns. Mr. Janson added that during the following week he and the members of the West Rand Bantu Affairs Administration Board would meet African leaders from this Board's area of jurisdiction, including members of urban Bantu councils, educational leaders, and representatives of homeland governments, to discuss how the new committees should be constituted and how they should function.<sup>22</sup>

<sup>21</sup> *Rand Daily Mail*, 28 April.

<sup>22</sup> *Ibid.*, 23 and 24 October.